

Plan Elements

RESIDENTIAL

Existing Conditions

The population of the Peninsula community has remained fairly stable at approximately 36,000 since 1965. Between 1970 and 1980 the average household size declined from 2.59 to 2.24. This trend is thought to have slowed since 1980 as more young families have moved into the community. Projections for year 2000 are that total population will increase only to 37,100.

Approximately 90 percent of the Peninsula, exclusive of federal lands, is occupied by residential land uses. Peninsula has developed as a primarily residential community since the 1920s. The most rapid residential growth occurred between 1940 and 1960. During that period most of the buildable land in Peninsula was developed with single-family housing. Since the 1960s, most residential development has been multifamily construction. Much of the multifamily development has taken place in the northern portion of the community. Some of this has replaced temporary military housing.

Fifty-five percent of Peninsula housing units are owner occupied. While this is somewhat higher than the citywide figure of 49 percent, it represents a sharp decline from the 1960 figure of 71 percent owner occupancy in Peninsula. This is a clear indication of the shift to construction of multifamily housing since 1960.

In 1984 there were 16,553 housing units in Peninsula (exclusive of on base naval housing). This represents an increase of 537 units since 1980. Of the 16,553 units 10,467 are single-family units and 6,086 are multifamily units. Future projections are that the total housing inventory in Peninsula will continue to increase at a very slow rate reaching 17,400 by the year 2000. In recent years, housing values have averaged 40-50 percent higher in Peninsula than in the City as a whole. Rents in Peninsula are 10-20 percent higher than the citywide average.

Due to the higher costs for land in coastal areas of San Diego it has been extremely difficult to provide affordable housing in Peninsula. There has been some very limited construction of moderately priced multifamily units in Loma Alta, Loma Palisades and Roseville. During the past ten to fifteen years several large subsidized projects have been developed in conjunction with the City Housing Commission in communities adjacent to Peninsula. These include the Orchard Apartments at the corner of Hancock and Sports Arena Boulevard in the Midway community plan area and the Mariners Cove project on West Point Loma Boulevard in the Ocean Beach precise plan area. The Stoneridge project at the corner of Midway and West Point Loma Boulevard rents 51 units to low-income families through the Section 8 rent subsidy program.

TABLE 1
TYPE OF HOUSING UNIT IN PENINSULA AREA 1984 and 1980

	<u>Single-family</u>		<u>Multifamily</u>		<u>TOTAL</u>	
<u>Tract</u>	<u>1984</u>	<u>1980</u>	<u>1984</u>	<u>1980</u>	<u>1984</u>	<u>1980</u>
68	630	630	2,810	2,496	3,440	3,126
69	1,628	1,621	544	517	2,172	2,138
70.01	1,129	1,126	773	731	1,902	1,857
70.02	1,230	1,226	17	17	1,247	1,243
71	1,691	1,669	643	602	2,334	2,271
72	1,582	1,577	52	52	1,634	1,629
73.02	865	862	6	6	871	868
74	1,712	1,708	1,241	1,176	2,953	2,884
TOTAL	10,467	10,419	6,086	5,597	16,553	16,016

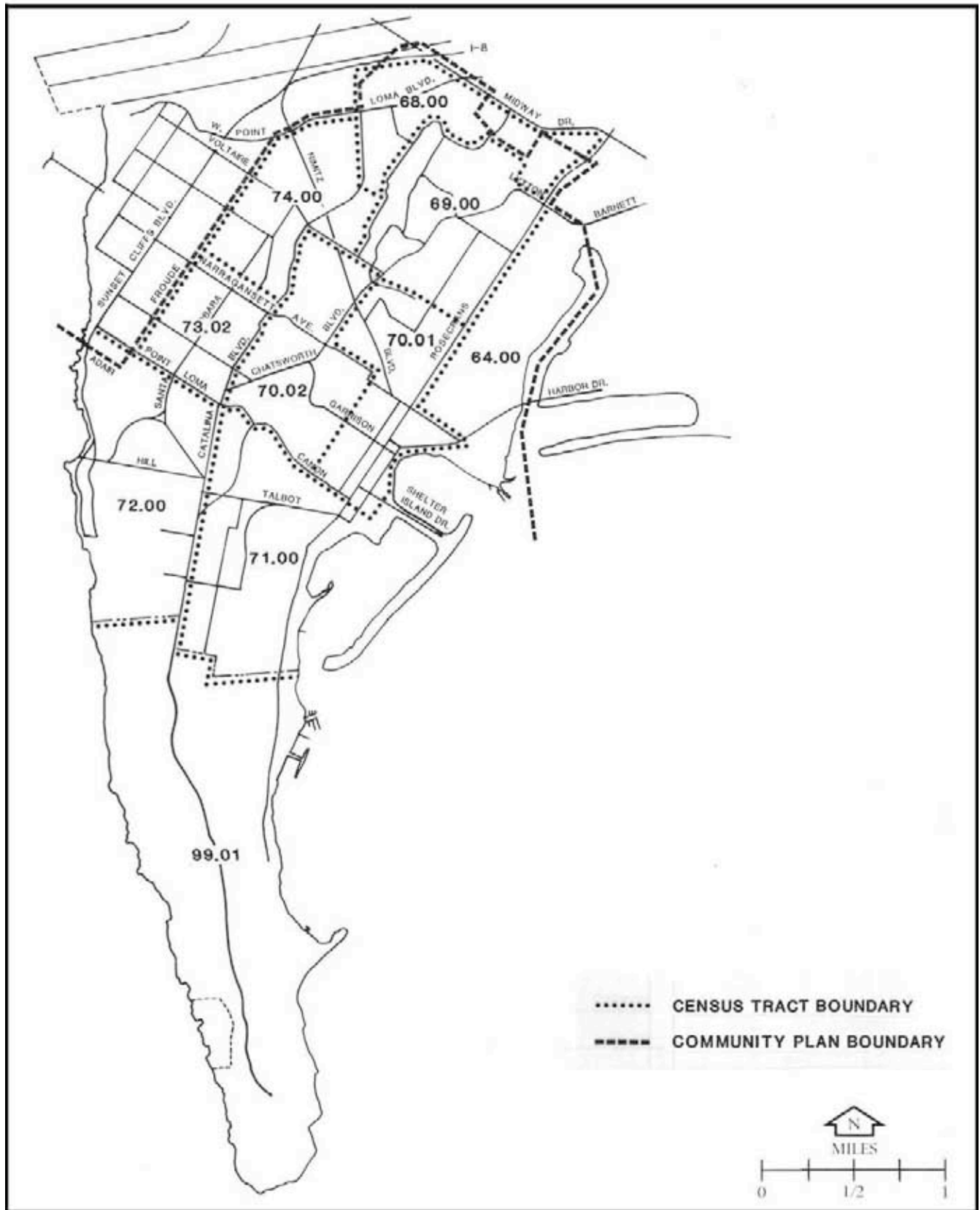
A more recent proposal to develop subsidized housing on City-owned property at Famosa Boulevard and Nimitz Boulevard within the Peninsula community was withdrawn, in part due to intense neighborhood opposition. The fate of this proposal illustrates the difficulty of locating subsidized housing projects within established middle income neighborhoods. Attempts to provide low- and moderate- income housing in subsidized projects isolated from the surrounding community have been discredited in recent years. Rent subsidies which permit low- and moderate-income people to live in scattered locations throughout the City have been more successful.

The vacancy rate in Peninsula for rental units has been extremely low in recent years. On July 1, 1985, approximately 2.1 percent of Peninsula apartment units were vacant compared to 2.6 percent citywide.* The high costs for rental and for sale housing and low vacancy rates clearly indicate that Peninsula has become an unaffordable and unobtainable area not only for low- and moderate-income people but also for many middle-income families and singles.

More than 70 percent of the residential land in Peninsula is RI-5,000 (single-family development with permitted density of 8.71 dwelling units per acre). A substantial portion of the La Playa neighborhood in the southern portion of the community is zoned RI-10,000 permitting a maximum of four dwelling units per acre. A small section of the Sunset Cliffs area is zoned RI-8000 (5.45 dwelling units per acre) and a very small area in La Playa is zoned RI-2,0000 (2.18 dwelling units per acre).

The existing zoning in portions of La Playa, Loma Portal and Fleetridge permits two to three times the density currently prevailing in these neighborhoods which are dominated by quarter to full acre lots.

*Rental vacancy survey, City of San Diego



1980 Census Tracts Peninsula Community Plan

CITY OF SAN DIEGO PLANNING DEPARTMENT

FIGURE 6

Approximately 15 percent of Peninsula's residential land is zoned for multifamily housing at densities ranging from 15 units per acre (R-3,000) to 109 units per acre (R-400). The existing pattern of multifamily zoning is complicated and inconsistent particularly in the Roseville and Loma Alta/Loma Palisades areas. Adjacent parcels in Loma Palisades have zoning ranging from 25 units per acre (R-1750) to 73 units per acre (R-600). Portions of Roseville east of Rosecrans (adjacent to Shelter Island and Harbor Drive) which have R-400 and R-600 zoning are areas on which commercial visitor and community commercial uses would be more appropriate than high-density housing projects.

The entire Peninsula community is subject to a 30-foot height limit for all new construction. This limit was placed on coastal portions of San Diego as a result of Proposition D which was passed in 1972. The height limit makes it very difficult to design multifamily housing projects which contain adequate open space, light and air at densities of greater than 72 units per acre. There are only a few scattered parcels of privately owned land available for residential development in Peninsula. Many of these are marginal sites on steep lots.

Multifamily areas in Peninsula are generally developed at densities below those permitted by existing zoning. It is important to consider that increases in density through infill development can have both positive and negative impacts. For example, increased density may lead to lower housing costs for both rental and ownership units. However, higher densities can exacerbate traffic problems and may reduce neighborhood desirability.

Objectives

- Conserve character of existing stable single-family neighborhoods throughout Peninsula including the very low-density character of certain neighborhoods.
- Preserve existing landscaping and vegetation within established residential neighborhoods.
- Encourage design compatible with existing residential development in all new infill housing.
- Encourage mixed use development that incorporates housing with commercial and office uses within the Roseville and Voltaire commercial districts.
- Increase equitability in development by simplifying the multifamily zoning pattern in areas where adjacent parcels with similar conditions have a variety of zoning designations.
- Encourage sensitive placement of structures in steeply sloped residential areas to minimize removal of natural vegetation, grading and landform alteration.
- Provide housing opportunities for persons of all income levels, including both rental and ownership units, through new construction and rehabilitation of deteriorating structures.

- Provide low- and moderate-income housing through incentives for construction of affordable units within market rate projects and through rent subsidies for existing housing at scattered sites throughout the community.
- Provide housing opportunities within Peninsula for the elderly and empty nesters who desire to remain in the Peninsula community but no longer desire to maintain a single-family dwelling.
- Increase the opportunities for young families to purchase single-family housing within Peninsula by providing incentives for construction of housing for the elderly and empty nesters who currently occupy single-family units.
- Provide housing for the elderly and disabled in areas proximate to transit lines and conveniently accessible to neighborhood shopping facilities.
- Provide a balance of residential types, densities and prices, emphasizing new development and redevelopment at higher densities in neighborhoods able to accommodate growth without adverse impacts to the immediate area or to the community as a whole.
- Encourage multifamily housing development and redevelopment in areas proximate to transit lines.

Recommendations

- The existing low- and very low-density residential areas shown on **Figure 7A** are characterized by traditional single-family development - i.e., detached housing units on individual lots. These areas should have single-family zoning (R1-5,000, R1-8,000, R1-10,000 or R1-20,000) and should be protected as single-family neighborhoods in the future. Therefore, requests for rezonings or other discretionary actions in these areas which could result in construction of any type of residential structures other than traditional single-family residential dwellings should be denied.
- Rehabilitation of existing housing should be a major priority. This should be accomplished through economic and development incentives. City, state and federal subsidy programs should be utilized when they are available.
- Multifamily infill projects which provide low- and moderate-income housing should be encouraged in areas characterized by good accessibility to major public transportation routes and adequate public/private facilities and services. Special consideration should be given to accommodating topography and geology.
- Residential areas in Peninsula with slopes in excess of 25 percent which meet the guidelines for application of the Hillside Review Overlay Zone should be added to the Hillside Review Overlay Zone (see **Figure 26**).
- Multifamily infill projects which provide housing for the elderly and disabled should be encouraged in areas with good access to public transportation, neighborhood shopping facilities and support services required by the elderly and disabled.

- City, state and federal programs for elderly and disabled housing construction should be utilized when they are available. Programs which are currently available include a City bonus program for elderly housing (Ordinance 10198), elderly care or retirement CUP (Ordinance 10494), and a federal loan program (HUD Section 202) which provides long term direct financing for elderly and disabled housing construction.
- The HUD Section 8 rent subsidy program and other local, state or federal subsidies for renters should be encouraged as a means of opening the housing market in Peninsula to moderate income families and individuals.
- City-owned properties throughout the Peninsula should be considered for their ability to accommodate low- and moderate-housing development. Factors considered in reviewing potential sites should include: Proximity to public transit routes, commercial centers, public facilities and recreational areas; compatibility with surrounding development; external factors (e.g., noise impacts).
- In cases where low- and moderate-income housing is removed by privately initiated new development, priority should be given to the relocation of displaced persons in low- and moderate-income housing within the Peninsula community. The overall number of low- and moderate-income housing units in the community should not be reduced.

The majority of the residentially zoned land in Peninsula should continue to be designated for single-family residential land use. The existing character of single-family neighborhoods should be preserved with the exception of a few small pockets in Roseville and the Nimitz/Voltaire area which should be upgraded through increased maintenance and rehabilitation of existing structures. Redevelopment of individual lots and development of the few remaining vacant lots in Peninsula's single-family neighborhoods should be compatible with the existing development pattern in terms of scale, placement of buildings, and architectural features, colors and materials.

Single-Family Development

The following areas of Peninsula should be designated for very low-density single-family residential development with densities ranging from zero to four dwelling units per acre (see **Figure 7**).

1. The section of La Playa and the "wooded area" bounded generally by Charles, Bangor, Jennings Place, Jennings Street, San Elijo, the Point Loma Naval Complex and Catalina Boulevard.
2. The Fleetridge subdivision generally bounded by Talbot, Catalina Boulevard, Chatsworth Boulevard, the Dana Junior High School site, Clove, Valemont and the midline between Albion and Concord.
3. The area of Loma Portal bounded by Chatsworth Boulevard, Elliott, Alcott and the western limit of the Point Loma Villa's subdivision.

These three areas are dominated by large lots with wide street frontage and contain many architecturally distinctive homes. Much of the "wooded area" and La Playa has a rustic, heavily vegetated character which should be preserved. Infill development should minimize removal of trees to assure preservation of the existing character.

- The large lot areas should be zoned R1-10,000 to restrict development to four units per acre. A pocket of R1-5,000 zoning in the area of La Playa bounded by San Geronio, McCall, San Elijo and the Naval reservation should be rezoned to R1-10,000. The large lot areas of Loma Portal and Fleetridge should also be rezoned from R1-5,000 to R1-10,000 to conform to the very low-density designation of these areas. A small area of very large lots in the vicinity of Rosecroft and Catalina should retain R1-20,000 zoning. An area bounded by Barcelona, Alexandria, Piedmont, Cornish and Osprey should be designated for up to five dwelling units per acre and retain R1-8,000 zoning.
- The smaller lot single-family neighborhoods in Peninsula should be designated for low-density single-family residential development with densities of five to nine dwelling units per acre. The boundaries of the area with this density designation are shown on **Figure 7**. Most of the Loma Portal, Sunset Cliffs, Western Roseville, Ocean Beach Highlands and Point Loma Highlands neighborhoods have this designation. This entire area should be zoned R1-5,000. A pocket of multifamily density zoning along Larga Circle in Loma Portal should be rezoned to R1-5,000. The pleasant stable character of these well-maintained middle-income neighborhoods should be preserved. Redevelopment or infill in the Loma Portal and Roseville neighborhoods should be sensitive to the prevailing Spanish and Mediterranean architectural themes and colors which dominate those neighborhoods.
- The half-block area on the south side of Newell between Evergreen and Locust should be designated for single-family development with densities of five to nine dwelling units per acre and should retain the R1-5,000 Zone.
- School sites in the single-family neighborhoods of Peninsula are currently zoned R-3,000. While these sites should continue to be designated for institutional land use, they should be rezoned to reflect the surrounding neighborhood character. This would assure that if the schools were no longer needed for educational or other institutional use they would be redeveloped at a density which conforms to that in the surrounding neighborhoods. The Point Loma High School site, which is bordered by single-family neighborhoods to the east and north, and multifamily areas to the west and south, should be rezoned to R1-5,000 with the exception of a 125-foot strip along Chatsworth Boulevard which should remain R-3,000. The Sunset View, Silvergate and Loma Portal Elementary School sites should be rezoned to R1-5,000. The Dana Junior High School site, which has been declared surplus by the San Diego Unified School District, should be designated as a special study area and should be rezoned from R-3,000 to R1-10,000. The Institutional Overlay Zone should be applied to all public school sites in the community.

Multifamily Development

Multifamily housing should be encouraged in areas proximate to transit lines, commercial centers and community services. Infilling and densification in higher-density areas would generally be consistent with existing zoning. Further, given their location relative to transportation routes and shopping facilities, higher-density developments in these areas would increase service convenience, reduce automobile use and possibly facilitate the provision of affordable housing.

The existing and proposed multifamily areas in Peninsula are listed below with recommended densities and zoning designations. Sensitive infill and redevelopment should be encouraged in these areas where development opportunities exist (see **Figure 8**).

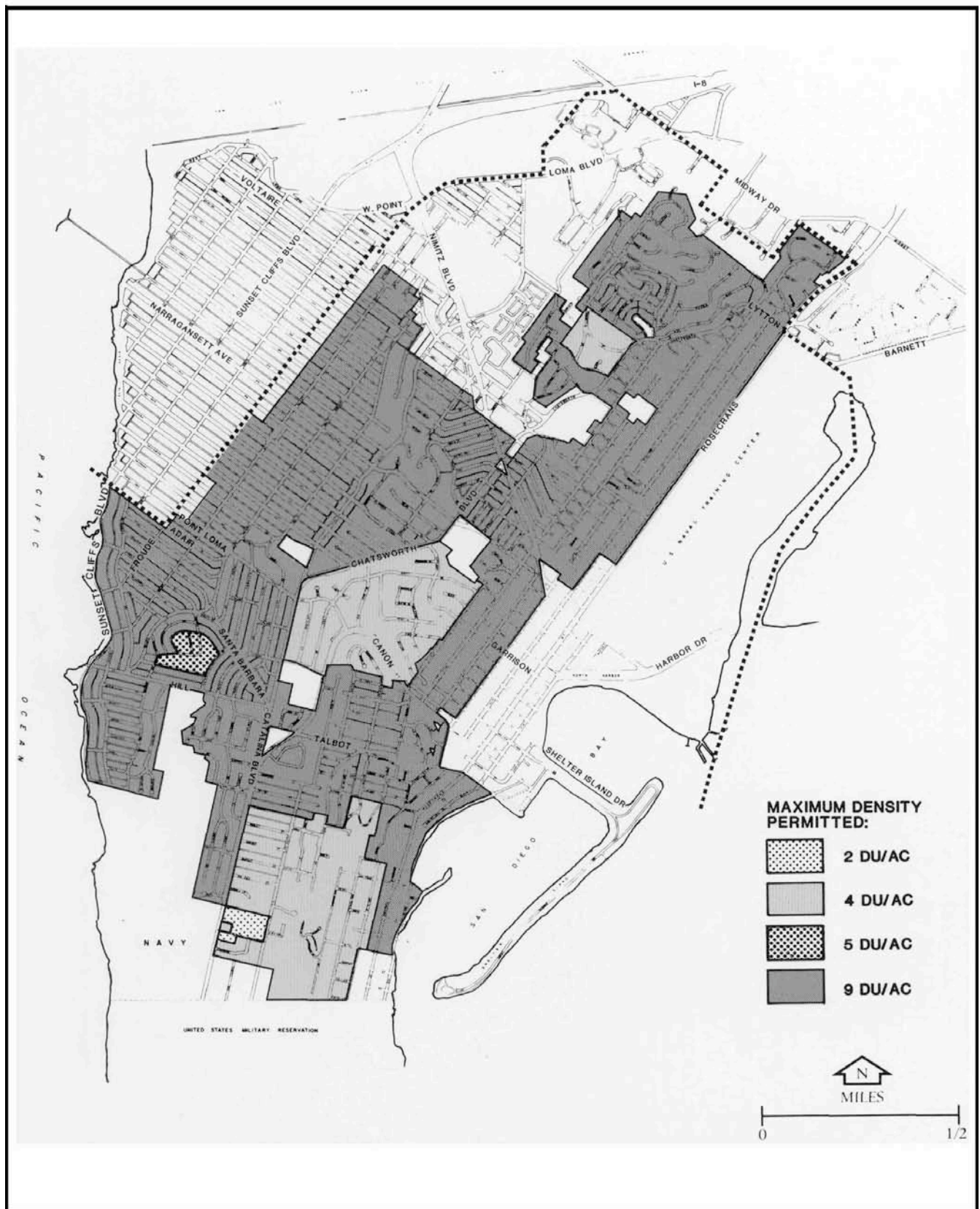
- The Kellogg Beach area should be designated for a maximum of 73 du/ac to reflect existing R-600 zoning. However, densities are expected to remain considerably lower than the upper range of this designation due to lot sizes, height restrictions and parking requirements. Only through lot consolidations would the higher densities be feasible.
- A small section of Roseville in the vicinity of Scott and Upshur should be designated for a maximum of 73 du/ac to reflect existing R-600 zoning except for a .39-acre parcel on Shafter between Canon and Upshur which should be designated for a density range of between 15-29 du/ac, reflecting a rezone to RM-2-5. Relatively high densities are acceptable in this area since it is a relatively small area and is well located in terms of commercial/recreational facilities and public transit routes.
- The areas of Roseville east of Rosecrans which are currently zoned R-400 should be designated for community commercial and commercial recreation uses due to the proximity of this area to the bay and other existing commercial/recreation services. This area should be rezoned to CV or C-1. Residential development at up to 29 du/ac may be allowed, however such development should make a portion of the units available for the visitor (e.g., rentals, time-share), and be located above the ground floor commercial/recreation uses.
- The area of Roseville west of the Rosecrans commercial strip and bounded generally by Quimby, Locust, Newell, Nimitz, Evergreen and Canon should be designated for a maximum density of 44 dwelling units per acre and should be zoned R-1, 000 (see **Figure 8** for precise boundaries of this area). Expansion of commercial uses should be prohibited in this area. The half-block area on the south side of Newell between Evergreen and Locust should be designated for single-family development with densities of five to nine dwelling units per acre and should retain the R1-5,000 Zone. Conditional Use Permits (CUPs) for parking to serve Roseville businesses should be considered on lots fronting east-west streets from Nimitz to Canon between Locust and Rosecrans only where it can be demonstrated that construction of a parking lot will not have a negative impact on adjoining residential property. Conditional Use Permits for parking should not be permitted on lots fronting Locust Street.

- The block bounded by Canon, Willow, Addison and Evergreen forms a transition zone between single- and multifamily neighborhoods. This block should be designated for a maximum density of 15 du per acre and should be zoned R-3,000.
- The Loma Alta area bounded by Famosa Boulevard, West Point Loma Boulevard, Valeta Street, Collier Park and Recreation Center, and Nimitz Boulevard should be maintained as medium density multifamily residential area. This area is well located in terms of accessibility to public transit routes, commercial areas and recreation areas. However, the area is impacted by airport noise, from Lindbergh Field and is affected by the coastal area 30-foot height limit. Therefore, Loma Alta is recommended for a maximum of 44 du/acre and reduction in base zoning from R-600 to R-1,000. Higher densities (up to 72 du/acre) could be considered for Planned Residential Development (PRDs) in this area. A well-designed PRD which follows the design guidelines in the Urban Design Element of this plan should be required for any project proposing a density to exceed 44 du/acre. In most cases lot consolidations would be necessary to achieve a density exceeding 44 du/acre.
- The Famosa Slough is an important wetland environment and, as such, should be designated for open space and dedicated for park purposes. In the event that the Famosa Slough is not acquired by an agency or other individuals for the purpose of preserving this habitat, low-intensity residential, commercial recreation or aquaculture development may be permitted in certain fringe area of the slough in return for dedication of the remainder of the slough to the City. However, prior to any such development, biological, hydrological, geological and any other studies determined, by the City, to be necessary to protect or enhance the resources of the slough shall be prepared and development shall be limited and/or modified consistent with such protection and enhancement goals. A specific project with the coastal conservancy should be pursued with regard to the preservation and enhancement of this resource.
- A small low/medium-density multifamily area around the intersection of Zola and Warrington which is surrounded by single-family neighborhoods should be designated for a maximum density of 15 du/acre and should retain R-3,000 zoning.
- A few pockets which have R-1,500 zoning should be retained.
- A small low/medium density multifamily area on the east side of Chatsworth, south of Point Loma High School should be designated for a maximum density of 15 du/acre and retain R-3,000 zoning.
- An area along the north side of Voltaire south of Point Loma High School should be designated for a maximum density of 29 du/acre and should retain R-1,500 zoning.
- An area east of Famosa Boulevard between Valeta and Banning should be designated for a maximum density of 29 du/acre and should retain R-1,500 zoning.

- Multifamily neighborhoods in the portion of Peninsula north of Greene, Banning and Nimitz, (excluding those areas discussed in the four previous paragraphs) should be designated for a maximum of 44 du/acre. Most of this area has R-1,000 zoning.
- An isolated pocket of R-400 zoning on Rosecrans between Evergreen and Madrid should be designated for a maximum of 44 du/acre and rezoned to R-1,000.
- The area surrounding the Banning/Whittier intersection should be designated for a maximum of 29 du/acre and should retain R-1500 zoning.
- The area bounded by Newell, Evergreen and Nimitz should be designated for medium-density residential use (up to 44 du/acre) and should be zoned R-1,000.
- The area adjacent to Catalina Court and Udall from Mendocino to Nimitz should be designated for a maximum 29 du/acre and should retain R-1500 zoning.
- The Ocean Beach Highlands area should continue to provide a mix of single-family and low-density multifamily residential development. The half block east of Froude from Muir to Del Monte and Pescadero to Point Loma Avenue and the half block south of Greene from Froude to Mendocino should be designated for a maximum density of 15 du/acre and should retain R-3,000 zoning.
- The section of Voltaire between Froude and Seaside forms a buffer between the commercial area to the west in Ocean Beach and single-family neighborhoods to the east. This section of Voltaire Street should be designated for a maximum density of 29 du/acre and should retain R-1500 zoning.
- The area bounded by Castelar, Soto, Seaside and Greene should be designated to a maximum density of 15 du/acre and should retain R-3,000 zoning.
- Developers of multifamily housing throughout Peninsula should be encouraged to provide low- and moderate- income housing by making use of the City's density bonus program (AB-1151-1979), which permits 25 percent density bonuses for provision of affordable housing. The bonuses are as follows:

MAXIMUM DENSITY		
<u>Zone</u>	<u>Permitted by Zone</u>	<u>Permitted with Bonus</u>
R-600	73 du/ac	91 du/ac
R-1,000	44 du/ac	54 du/ac
R-1500	29 du/ac	36 du/ac
R-3,000	15 du/ac	18 du/ac

- The Harbor View Apartments at Upshur and Scott should be designated for a senior-oriented housing development with a maximum of 144 units to be permitted and regulated by a Conditional Use Permit. The requirements of the permit should be negotiated and identified as part of the permit process. The concerns and recommendations of the Peninsula Community Planning Board should be carefully considered during the permit process.
- School sites in multifamily areas should be designated for institutional use. They should retain R-3,000 zoning. This would assure that if the schools were no longer needed for educational or other institutional use they would be redeveloped with a land use compatible to the surrounding residential neighborhoods. Schools in multifamily neighborhoods include Correia Junior High, Barnard Elementary and Cabrillo Elementary. A 125-foot strip along Chatsworth Boulevard should retain R-3,000 zoning on the Point Loma High School site which is bordered to the west by a multifamily neighborhood. Increases in residential zoning intensity are not proposed for any of the schools in Peninsula's multifamily neighborhoods because these schools are all located within the area which is highly impacted by noise from Lindbergh Field. The Institutional Overlay Zone should be applied to all public school sites in the community.
- All new multifamily development should enhance the aesthetic quality and character of the neighborhood in which it is located. Development which is out of scale with the neighborhood in terms of building or site design should be avoided. Design review should be pursued when discretionary review is sought.
- The Navy-retained area on the former Naval Training Center, as well as 37 acres being conveyed to the City, should be designated for an average maximum density of ten units per acre. A mix of single-family, small lot single-family, townhouses, row houses and apartment units are permitted to achieve this overall density. The RT-1-4 and RM-2-5 zones should be applied to the area that falls within the City's jurisdiction.

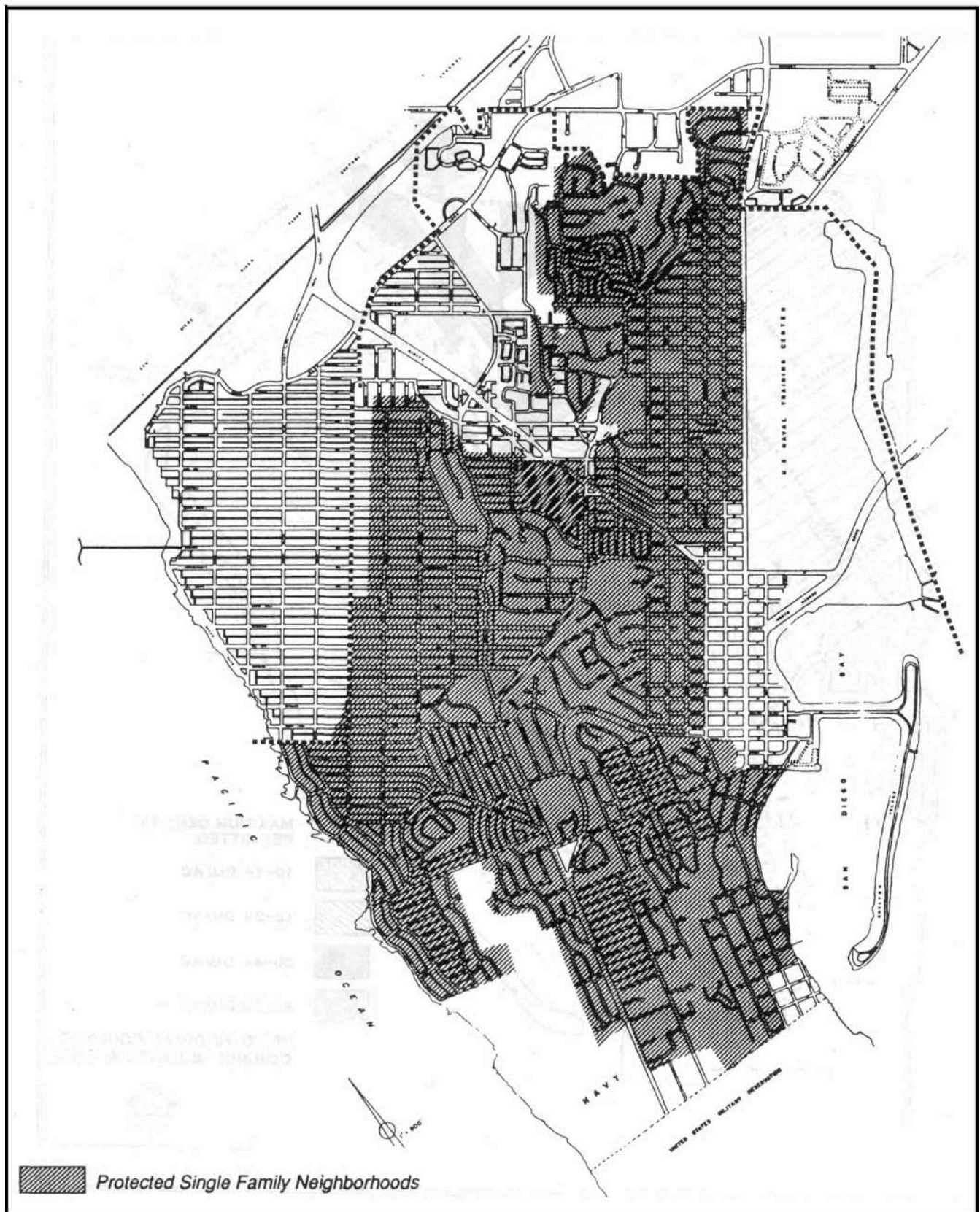


Single-Family Residential Designations

Peninsula Community Plan

CITY OF SAN DIEGO PLANNING DEPARTMENT

FIGURE 7

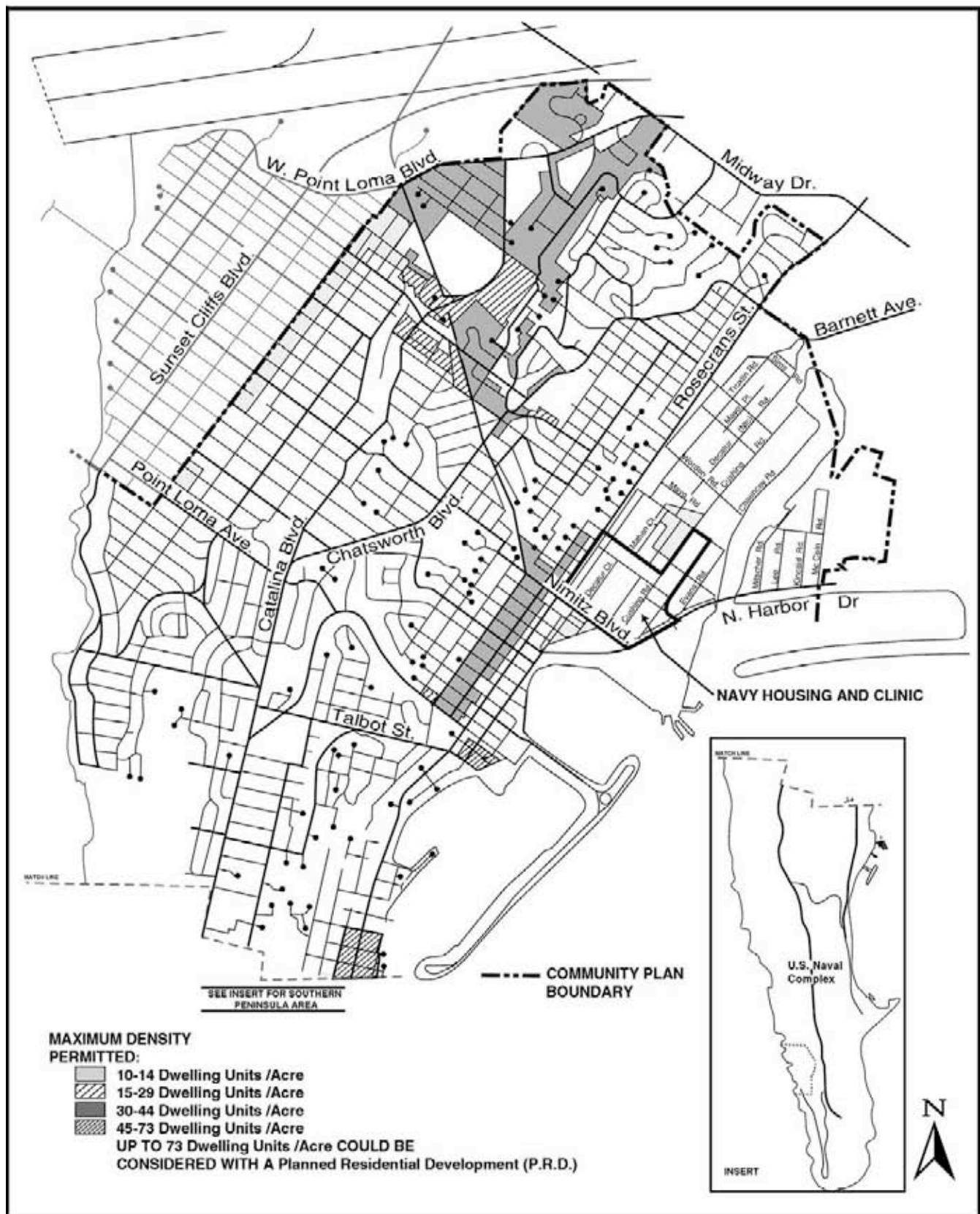


Protected Single-Family Neighborhoods

Peninsula Community Plan

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FIGURE 7a



Multi-Family Residential Designations Peninsula Community Plan

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FIGURE 8